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Thirty-second report of the Secretary-General on the United Nations Operation in Côte d'Ivoire

I. Introduction

1. The present report is submitted pursuant to Security Council resolution 2062 (2012) of 26 July 2012, by which the Council extended the mandate of the United Nations Operation in Côte d'Ivoire (UNOCI) until 31 July 2013 and requested that I provide, no later than 30 June 2013, a final report on the situation on the ground and the implementation of the resolution. The report covers major developments since my special report dated 28 March 2013 (S/2013/197) and outlines activities undertaken by the mission to implement its mandate under resolution 2062 (2012). It also outlines benchmarks to measure and track progress towards the achievement of long-term stability in Côte d'Ivoire and to prepare for transition planning.

II. Political situation

2. President Alassane Ouattara and his Government continued efforts to stabilize the security situation and accelerate economic recovery. In response to persistent security challenges along the border with Liberia, President Ouattara conducted an official visit to western Côte d'Ivoire from 1 to 4 May 2013. He convened a meeting of the Council of Ministers in Man on 2 May and visited Biankouma, Danané and Zouan-Hounien departments. During his visit, the President reassured the population that measures were under way to address long-standing land tenure and identity issues, which continued to fuel tensions, and that these matters would be brought before the National Assembly by the end of 2013. Previously, on 30 March, the Minister of Interior had visited Bloléquin, where some 3,000 persons had sought refuge after the cross-border attacks of 13 and 23 March, donating food and non-food items to the population. He also visited Duékoué on 5 April, handing over funds to representatives of affected communities to address some of their most urgent needs.

3. On 10 April, the National Assembly adopted legislation pursuant to article 75 of the Constitution, authorizing the President to govern by decree until the end of 2013 to execute his economic and social programme, particularly in relation to budgetary and fiscal matters. In a communiqué issued on 10 May, the former ruling party, the Front populaire ivoirien (FPI), condemned the Assembly's decision as "illegal". On 25 April, my Special Representative concluded a framework agreement of cooperation between the United Nations and the National Assembly to strengthen

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the Assembly's institutional capacity, including through the provision of technical expertise.

Regional and municipal elections

4. The regional and municipal elections dominated political discussions in the run-up to the polls held on 21 April, in which FPI and other political opposition parties did not participate. In a communiqué issued on 15 April, FPI called on the party of former President Henri Konan Bédié, the Parti démocratique de Côte d'Ivoire (PDCI), to join the decision not to participate in the elections. On 18 April, FPI suspended 15 of its members for having registered as independent candidates.

5. Discussions between the Government and political opposition parties continued within the framework of the permanent forum for dialogue and through direct contacts with FPI, although formal discussions between the Government and FPI stalled in February. As outlined in my previous report, the Government and FPI in January agreed on the need to address a number of security challenges, although differences remained regarding the FPI request for a general amnesty and the reform of the Independent Electoral Commission. In spite of the FPI boycott of the local elections, the Government reaffirmed its willingness to continue discussions with FPI and other opposition political parties, which have yet to resume.

6. Several meetings of the permanent forum for dialogue took place in the run-up to the polls, including on the financing of political parties and the status of the opposition. Although the Government provided some financing to opposition parties for their campaigns, several still chose not to participate in the polls, arguing that conditions were not conducive to the conduct of free and fair elections. My Special Representative for Côte d'Ivoire and Head of UNOCI, Bert Koenders, maintained close contact with key actors across the political spectrum to facilitate the Government's engagement with the opposition. The electoral campaign took place without any major incidents.

7. The municipal and regional elections took place in all 31 regions and 196 municipalities in a generally calm manner, with a turnout of 46 per cent for the regional and 37 per cent for the municipal elections. As a result of an incident, the elections could not be held in one municipality. On polling day, the Independent Electoral Commission successfully addressed technical difficulties in several electoral districts. Some 30,000 national security personnel were deployed across the country during the elections. Measures were taken by the Government to prevent the involvement of dozos (traditional hunters) in the security arrangements. Security incidents, including the destruction of ballot boxes and protests by supporters of candidates, were confined to a small number of locations and contained by the national security agencies, with limited support from UNOCI.

8. The results were announced by the Independent Electoral Commission between 22 and 29 April, with the Rassemblement des républicains (RDR) party winning in the majority of electoral districts followed by the Parti démocratique de la Côte d'Ivoire — Rassemblement démocratique africain. Independent candidates won some 72 municipalities and six regions, although many among them subsequently rejoined their political parties, mostly from the ruling coalition. Candidates filed 186 electoral complaints, of which the Supreme Court ruled 114 to be valid, annulling the results in two municipalities and one region, while revising the results in four municipalities with no impact on the respective results. Elections are to be rescheduled for the aforementioned municipalities and region.

National and international justice

9. National and international prosecutions of alleged perpetrators of violations of crimes committed during the post-election crisis continued, although only perpetrators affiliated with the former regime have so far been brought to justice. On 4 April, the Government began the exhumation of victims of the crisis to collect evidence for judicial investigations and to facilitate the identification of victims and return the remains to their families.

10. In spite of these efforts, the resolve and capacity of the judiciary to impartially and equitably address major crimes remained uneven, with a number of cases stalled. These include the investigations into the killing of seven peacekeepers in Para in June 2012 and the attack on the Nahibly camp for internally displaced persons in Duékoué in July 2012. In its final report in 2012, the National Commission of Inquiry identified crimes committed during the crisis by both sides; of the 207 investigations opened since then, 204 relate to perpetrators affiliated with former President Laurent Gbagbo.

11. On 7 June, the interim Secretary of the FPI youth wing, Koua Justin, was arrested in Abidjan on the grounds of endangering State security.

12. On 3 June, Pre-Trial Chamber I of the International Criminal Court decided to adjourn the hearing on the confirmation of charges against former President Gbagbo, currently detained in The Hague, and requested the Prosecutor to consider providing further evidence with respect to the charges. On the same day, FPI called for the provisional release of former President Gbagbo in the light of the decision.

III. Security situation

13. The overall security situation in Côte d'Ivoire remains fragile, in particular along the border with Liberia, although the security situation has continued to improve since the issuance of my previous report as a result of efforts made by the Governments of Côte d'Ivoire and Liberia to address border security challenges. Recent incidents with cross-border dimensions occurred mainly in the context of unresolved land tenure issues and the lack of progress towards reconciliation in Côte d'Ivoire.

14. Threats to peace and security in Côte d'Ivoire persist, and include: the continued existence of networks affiliated with the former regime, aimed at destabilizing the Government; the reported presence of mercenaries, former combatants and other armed elements along the border area with Liberia; the uncontrolled circulation of weapons; organized crime and illicit trafficking; and tensions between communities, often revolving around land tenure issues. There also appeared to be an emerging trend of incidents involving disgruntled former combatants, largely owing to the uneven pace of disarmament and reform of the security sector.

15. No large-scale attacks targeting national security forces and Government installations have been reported since my previous report. However, isolated incidents continued to occur. On 8 April, unidentified armed elements attacked and burned down a police station in Abidjan. On 18 May, five armed individuals attacked a post of the Forces républicaines de Côte d'Ivoire (FRCI) in Agnafoutou, killing one FRCI soldier and two civilians. On 22 May, a group of 10 armed

individuals attacked both a police station and an FRCI camp in Abengourou, south-eastern Côte d'Ivoire, during which one assailant was killed and two others arrested. In addition, two people were killed and 30 civilians injured on 5 June during an armed attack on public transport vehicles on the road between Bangolo and Duékoué.

16. Several protests took place involving former combatants. On 9 and 11 April, some 100 former combatants, including several dozos, reportedly blocked the road in Zouan-Hounien. On 12 April, another group of former combatants blocked the main road in Bouaké in protest, rejecting the reinsertion and reintegration assistance offered by the Government and demanding direct cash benefits. The protests only subsided on 6 May after discussions with Government representatives. On 10 June, 300 former combatants placed barriers on the main road in Man. On 31 May, one person was killed in an exchange of fire between the gendarmerie and an armed group at Timbé village in northern Côte d'Ivoire. The group reportedly involved former combatants associated with FRCI, who claimed not to have been given a chance to benefit from the national disarmament, demobilization and reintegration programme.

17. The continued illegal crossing of armed elements and weapons of the border area with Liberia remained a significant threat. On 23 March, armed elements crossing the border from Liberia attacked Petit Guiglo village, resulting in the killing of two civilians and the displacement of some 2,700 persons. Four of the assailants were killed by FRCI troops responding to the attack.

18. Reports continued to indicate that the planning and organization of further cross-border attacks might be under way with the support of Ivorians affiliated with the former regime living in Liberia and Liberian mercenaries, with funding from abroad.

19. Further to the cross-border attacks in March (see S/2013/197, para. 4, and para. 17 above), UNOCI enhanced its deployment along the border and increased the number of patrols, including in Grabo, Para, Tabou, Taï, Toulépleu, Zouan-Hounien and Danané, while intensifying its interaction with local authorities. UNOCI also provided logistical support to FRCI units in the area, while the United Nations country team enhanced its support to displaced persons and returnees.

20. Across the country, land tenure issues and control over natural resources remained a source of tension and violence between communities, in particular between native and non-native populations. The Government also began to clear protected areas in the west that had been illegally occupied. On 18 May, FRCI apprehended the militia chief, Amadé Ouérémi, and two of his affiliates in the Mont Peko national park and transferred them to Abidjan, where Mr. Ouérémi was charged on 30 May with illegal occupation and destruction of a protected area. Some 9,000 persons were displaced during this operation.

21. The number of clashes between communities and incidents involving FRCI elements remained particularly high in western Côte d'Ivoire, although they also occurred in other parts of the country.

22. Efforts continued to be made to enhance the protection of civilians, with a focus on the west. As outlined in my previous report, UNOCI has increased its civilian field presence and contacts with local authorities, which has helped to improve its capacity to collect relevant information, identify key protection

concerns and take necessary action in close coordination with the country team, including the protection of civilian working groups involving the humanitarian community.

23. Explosive remnants of war, as well as unsecured weapons and ammunition, remained a threat. UNOCI continued to assist the Government in refurbishing armouries and ammunition depots. Since January, the mission assisted in destroying 57,704 kg of unsafe and expired ammunition, as well as 842 stockpiled landmines and 68 cluster munitions, in compliance with relevant conventions. Capacity-building efforts continued with the training of national security personnel in stockpile management and explosive ordnance disposal.

IV. Regional aspects

24. In his capacity as Chair of the Authority of Heads of State and Government of the Economic Community of West African States (ECOWAS), President Ouattara remained actively involved in the subregion, particularly in Mali and Guinea-Bissau.

25. The Governments of Côte d'Ivoire and Liberia continued their efforts to address common border challenges. On 5 April, the second quadripartite meeting bringing together the two Governments, as well as UNOCI and the United Nations Mission in Liberia (UNMIL), was held in Monrovia. Participants condemned the recurrent sporadic attacks on the Ivorian side of the border and underscored the need for cooperation between the two countries, with the support of the United Nations.

26. The two Governments reiterated their commitment to working closely together to stabilize the border, and the decision of the Government of Liberia to reopen its borders was welcomed. They affirmed their commitment to enhance the presence of their respective security forces on both sides; to increase the exchange of intelligence; to undertake common action, including intensified coordinated land and joint river patrols; to take steps to strengthen the relationship between the respective security forces and populations, as well as steps towards the disarmament, demobilization and reintegration of former combatants; and to reinforce humanitarian coordination. At a technical follow-up meeting held in Grand Bassam on 3 and 4 June, it was agreed to establish a joint task force operations centre on both sides of the border, consisting of representatives of FRCI, the Armed Forces of Liberia and national law enforcement agencies.

27. On 30 April, during the twenty-second ordinary Summit of the Mano River Union, the Heads of State and Government welcomed the progress made by Côte d'Ivoire and Liberia to address cross-border security challenges. Efforts to support ECOWAS and the Mano River Union continued, particularly by the United Nations Office for West Africa (UNOWA), in developing a subregional strategy to address the threat of cross-border movements of armed groups and weapons, as well as illicit trafficking.

28. As outlined in my previous report, UNOCI continued to cooperate closely with UNMIL, including by exchanging information on cross-border trafficking of arms and ammunition and by regularly conducting coordinated border patrols and meetings which brought together Ivorian and Liberian authorities, as well as UNOCI and UNMIL personnel. UNOCI also continued to monitor embargo violations in support of the work of the Government and the Group of Experts on Côte d'Ivoire.

29. UNOCI continued to enhance cooperation with the United Nations country team in Ghana, which included a visit by my Special Representative to Ghana, on 17 and 18 April, to discuss areas of cooperation.

V. Reform of security and rule of law institutions

30. Although the national security sector reform strategy was endorsed by the Government in September 2012, there is still no agreement on its implementation. The secretariat of the National Security Council undertakes overall coordination of its implementation, while the consultative group acts as an advisory body. However, the majority of line ministries involved have yet to determine how they will implement the strategy. In addition, the lack of transparency among the various institutions, the differences of view and interest among key political stakeholders, the lack of confidence of the population in the security forces and mistrust within and among the security forces continued to hamper effective reform.

31. UNOCI continued to support the implementation of the strategy. It assisted the secretariat of the National Security Council in developing a communications strategy and a sensitization campaign targeting security forces, civil society and local authorities, while providing advice on methods to monitor and evaluate the implementation of the strategy. UNOCI seconded a liaison officer to the secretariat and facilitated training for representatives of the secretariat and FRCI, while developing a range of training programmes for the defence forces as well as measures to build confidence and increase cohesion within the security forces.

Justice and corrections

32. Further progress has been made in implementing the 2012-2015 national justice reform strategy, with the adoption of a budgeted action plan by the Council of Ministers on 6 June. UNOCI, the European Union and bilateral partners continued to assist the national authorities in developing assistance and reform programmes, as well as refurbishing infrastructure and equipment. However, since January, five courts have been burgled and lost much of their equipment. The Cour d'assises, responsible for trying serious crimes, has not resumed operations since the crisis. Meanwhile, the newly created Commercial Court of Abidjan was officially inaugurated on 10 May.

33. A national strategic plan for the reform of juvenile justice is under development, following a countrywide assessment and a national workshop supported by UNOCI and the United Nations Children's Fund (UNICEF). In addition, a joint project involving UNOCI, the country team and the European Union continued to support six legal clinics, established in May, to provide legal advice to the population and improve access to justice.

34. As at 10 June, there were 9,272 detainees in prisons in Côte d'Ivoire. Prison security remains a challenge; some 68 detainees have escaped from nine prisons in 13 different breakouts since March. Detention conditions do not comply with international standards, in particular in regard to hygiene, access to medical treatment and nutrition. UNOCI continued to support the prison administration, including through the provision of equipment to reinforce security perimeters and the co-location of seconded corrections officers. UNOCI is also assisting national authorities in the design of a training programme for corrections personnel.

VI. Disarmament, demobilization and reintegration

35. The start of the disarmament, demobilization and reintegration of former combatants in 2012 was an important milestone. As at 10 June, 5,973 former combatants, including 460 women, have been disarmed and demobilized, while 3,489 weapons, 28,355 rounds of ammunition and 2,448 items of explosive ammunition were collected, registered and/or destroyed, with United Nations support. Some 2,000 demobilized former combatants have been integrated into the prison administration and an additional 2,000, who were trained with UNOCI support, await integration into the customs service. Some 56 former combatants have been trained and provided with employment as private security guards. The Government, with the support of UNOCI, assisted 200 former combatants to become self-employed through, inter alia, the provision of a training programme in agriculture and pastoral activities and limited cash support. In addition, 253 former combatants who were already self-employed received a direct cash benefit equivalent to $1,600. A project targeting over 1,000 former combatants will be launched in Bouaké and Guiglo to help them find employment as motorcycle taxi drivers.

36. The disarmament, demobilization and reintegration of former combatants remained a key priority of President Ouattara, who has requested his Government to expedite the disarmament and demobilization of 30,000 combatants by the end of 2013 and to complete the process by 2015. The Authority for Disarmament, Demobilization and Reintegration subsequently proposed a two-year programme aimed at processing a caseload of approximately 65,000 former combatants, costing some $145 million according to Government estimates. The Government is seeking funding for the programme within its annual budget and from donor support.

37. Disarmament and demobilization operations continued at the Anyama demobilization site near Abidjan, targeting mostly youth associated with FRCI living in camps. Operations also began in Bouaké and several other towns across the country, following the launching by the Government of new mobile mechanisms. The Government has opened field offices in the northern and western border areas and conducted sensitization and outreach activities. UNOCI and the country team provided support for these activities, as well as for civic education and HIV/AIDS activities. The United Nations Mine Action Service assisted in the registration, stockpiling and/or destruction of weapons and ammunition, while the National Commission on Small Arms and Light Weapons continued to conduct sensitization campaigns across the country, with United Nations support.

38. The Government undertook efforts to reach out to former combatants affiliated with former President Gbagbo, including those located in Liberia, Ghana and Togo, encouraging them to return to Côte d'Ivoire. During a visit to Liberia on 23 May, reportedly to sensitize local refugees on the disarmament, demobilization and reintegration programme, an Ivorian delegation was detained for 24 hours for questioning by Liberian officials in Grand Gedeh county after entering the country without the formal authorization of the Government of Liberia. UNOCI is consulting the Government on how best to support the repatriation of Ivorian former combatants in other countries in the subregion, while developing community reinsertion projects in areas in which there is a high density of former combatants and vulnerable groups, including youth at risk.

39. Initial positive results notwithstanding, overall progress in disarmament, demobilization and reintegration has been halting and uneven. The national implementation strategy has yet to be finalized, and disarmament and demobilization operations therefore remain largely ad hoc in nature, often depending on negotiations between the Government and former commanders. A large number of former combatants remain unregistered, which has led to questions as to the credibility of the Government database. In order to address such concerns, the Authority for Disarmament, Demobilization and Reintegration and the Ministry of Defence initiated a joint verification mechanism, with UNOCI participation, to examine the eligibility of former combatants for inclusion in the programme.

40. Finding reinsertion and reintegration opportunities outside the public sector remained a major challenge. The Government's proposal to employ 6,500 former combatants in the public service raised expectations among those remaining. The Authority for Disarmament, Demobilization and Reintegration, supported by UNOCI and the country team, is developing a comprehensive reinsertion and reintegration plan to support the 30,000 former combatants expected to be disarmed and demobilized in 2013, including through: (a) employment in the public and private sectors; (b) fellowships which would enable them to return to school; (c) self-employment opportunities; and (d) training for former combatants who are poorly qualified. Furthermore, UNOCI and the country team have developed a joint initiative to generate youth employment, while consulting the private sector in regard to the development of a long-term reintegration strategy. In order to achieve sustainable results, the reinsertion and reintegration programme will require the strong engagement of the Government, as well as the alignment of such a plan with the National Development Plan and other relevant frameworks and close cooperation with the private sector.

VII. Extension of State authority

41. Further progress was registered with the extension of State authority, although the effective functioning of public services remained hampered by damaged infrastructure, limited resources and equipment, and lack of technical and professional capacity.

42. Local authorities continued to play an important role in addressing tensions, as well as security and public order challenges, through, inter alia, departmental security committees chaired by the prefects. Sensitization and early warning committees have been instrumental in easing intercommunity tensions and violence. Local authorities undertook several initiatives, with the support of UNOCI, to promote a peaceful electoral environment through campaigns on democratic principles. UNOCI continued to provide support to the local authorities, including through the promotion of a participatory approach to conflict management and capacity-building activities.

43. While the National Observatory of Solidarity and Social Cohesion was reactivated in February 2013, fostering reconciliation and social cohesion at the local level remained a challenge for a number of reasons, including limited resources. A national programme for social cohesion was launched on 10 May to act as the coordinating body of all Government initiatives in this area.

44. The Government undertook efforts to enhance the capacity of the customs administration, including through the provision of vehicles and motorbikes. However, understaffing and a lack of logistical and infrastructure hampered effective surveillance and operations.

45. The Government, on 22 May, adopted draft laws to curb corruption and envisages the establishment of an anti-corruption commission. There were reports of the increased influence of political and economic networks affiliated with the former Forces nouvelles. The networks reportedly maintain control over some former combatants while continuing to pursue economic activities, profiting from contraband natural resources and a parallel taxation system.

VIII. Human rights and transitional justice

46. The Government made further progress in upholding human rights. On 22 May, President Ouattara appointed 22 members of the National Commission on Human Rights, which was established in December 2012 to monitor the performance of Government institutions in protecting and promoting human rights. A draft law under review by the National Assembly will, once enacted, pave the way for the country's accession to the 1954 Convention relating to the Status of Stateless Persons and the 1961 Convention on the Reduction of Statelessness, both key instruments of human rights law.

47. The human rights situation in Côte d'Ivoire, however, remained of concern. UNOCI documented instances of summary execution, forced disappearance, arbitrary arrest, illegal detention, ill-treatment, torture, racketeering and extortion, including by FRCI elements and dozos. From January to June, at least 11 persons were killed, 20 were subjected to torture and ill-treatment, 4 were reported missing and 65 were arbitrarily arrested by FRCI or by dozos. Disciplinary measures were rarely taken against the alleged perpetrators and judicial proceedings have yet to be initiated. In general, only a small percentage of alleged perpetrators are prosecuted, which contributes to perpetuating perceptions of impunity. At the request of the FRCI command, UNOCI is supporting FRCI in addressing human rights violations and abuses by its elements, including through human rights training and capacity-building.

48. UNOCI continued to assess the cases and conditions of detention of civilian and military elements arrested in connection with the crisis. The Government took measures to improve the detention conditions of some detainees affiliated with the former regime, including access to medical care and the right to receive visitors. In early May, former President Gbagbo's wife, Simone Gbagbo, who had been indicted by the International Criminal Court, was temporarily transferred from Odienné, where she remains under house arrest, to Abidjan for medical treatment. In mid-April, her son, Michel Gbagbo, who is detained in Bouna, was also transferred to Abidjan for medical treatment. Detainees continued to state that their right to access to their lawyers was being denied, while other detainees remain secluded. UNOCI visited the former Young Patriots leader, Charles Blé Goudé, who was placed under preventive detention for crimes committed during the crisis; the visit took place before he was transferred to a secret location, reportedly for security reasons, under the responsibility of the Direction de la surveillance du territoire.

49. The Dialogue, Truth and Reconciliation Commission made progress in the undertaking of national consultations through its 37 local branches across the country. The first phase of this exercise, which included surveys of the population's opinions on transitional justice, was concluded in February. The Commission has embarked on the second phase by engaging in dialogue with local communities.

Sexual violence and child protection

50. Sexual and gender-based violence remained of serious concern. Since January, 100 cases of rape, including 16 gang rapes, have been reported. Although some efforts have been made to bring the alleged perpetrators to justice, a low prosecution rate, the tendency to reclassify rape as indecent assault and the high cost of medical certificates confirming rape contributed to the prevailing impunity. The United Nations continued to provide support to the Government in finalizing a national strategy on combating sexual violence.

51. Harmful traditional practices, such as female genital mutilation and forced marriage, remained of equal concern. Since January, 210 cases of female genital mutilation have been documented, and while for the first time four individuals have been convicted of excision, none has been taken into custody after trial.

52. The United Nations-led task force on monitoring and reporting on grave violations committed against children in situations of armed conflict has documented 53 acts of rape and sexual violence against children, including 50 girls, since January. UNOCI also documented an incident involving three children from Burkina Faso, victims of trafficking, working in plantations in western Côte d'Ivoire. The task force has noted an increasing trend in early pregnancies of young girls subjected to sexual exploitation and abuse in schools. The Government is currently examining a national child protection policy, developed with the support of UNOCI and UNICEF.

Media

53. An assessment by UNOCI indicated that the overall use of hate speech in the media was decreasing, although freedom of expression, including on national television, has not always been guaranteed. UNOCI continued its activities to strengthen professional ethics and enhance responsibility in the coverage of political developments. Radio station ONUCI-FM continued to play an important role in providing objective information across the country.

IX. Economic situation

54. Economic recovery has been strong and the macroeconomic performance in Côte d'Ivoire in 2012 was considerably better than expected, with a real gross domestic product growth of 9.8 per cent. Average annual inflation in 2012 was limited to 1.3 per cent. Macroeconomic prospects for the remainder of 2013 are positive, with a vigorous rate of growth and low inflation expected. The International Monetary Fund (IMF) is currently estimating gross domestic product growth of 8 per cent for 2013.

55. On 7 June, IMF completed its third review of the economic performance of Côte d'Ivoire under the programme supported by the Extended Credit Facility, enabling the disbursement of an amount equivalent to $74 million. This will bring total disbursements under the arrangement to $395 million to date.

56. An IMF visit to Côte d'Ivoire from 13 to 27 March found that progress had been made in the implementation of structural reforms, especially in improving the business climate and strengthening the energy sector, and that the reform of the cocoa sector was contributing to the reduction of rural poverty. IMF noted, however, delays in preparing a medium-term wage bill strategy, restructuring the public sector, regularizing domestic debt and adopting a new electricity code. IMF expressed the view that the Government's reform programme should include value-added tax reform, further improvement in the business climate and the preparation of a competition law.

X. Humanitarian situation

57. Since January, some 8,200 Ivorian refugees voluntarily returned to Côte d'Ivoire from Liberia, with United Nations support. Some 83,500 Ivorians remain refugees in the subregion, including some 66,400 in Liberia and 8,500 in Ghana. Cross-border attacks in March resulted in the temporary displacement of up to 8,000 persons, with 500 going to Liberia.

58. Overall, the humanitarian situation has improved significantly, although pockets of vulnerability persist. The humanitarian response focused on assisting returning refugees and internally displaced persons, as well as host families and communities, by providing short-term relief packages and through activities that support rebuilding of livelihoods and strengthening of resilience. Persisting conflicts over land, lack of employment opportunities and lack of access to basic social services and protection often hampered their sustainable reintegration in areas of return, especially in the west of the country. Pockets of structural malnutrition still persist, mainly in the north and north-east.

59. The country team is providing support to the Government to develop durable solutions for displaced persons, drawing upon the National Development Plan and the United Nations Development Assistance Framework. A strategy for 2013 has been developed by the humanitarian community to address residual humanitarian needs while moving from the humanitarian coordination structure towards Government-led coordination. A number of coordination tasks and responsibilities have already been handed over to the Government, while the remainder will be handed over as soon as the relevant ministries have the requisite capacity.

XI. Safety and security of personnel

60. Based on improvements in the security situation in Abidjan and Yamoussoukro, and following the removal of family restrictions by the Department of Safety and Security on 3 May, the International Civil Service Commission classified these locations as family duty stations. Crime remained the main threat in these cities, while in western Côte d'Ivoire the presence of armed elements, including former combatants, increased risks to United Nations personnel. Two United Nations staff members were victims of armed robbery in Abidjan during the reporting period. The United Nations has taken measures to mitigate the risk associated with these threats and to address the risk of terrorist attacks associated with the crisis in Mali.

XII. Deployment of the United Nations Operation in Côte d'Ivoire

Military component

61. The strength of the military component as at 14 June was 8,725 military personnel, including 8,539 troops and staff officers and 186 military observers, against an authorized ceiling of 8,837 personnel. Further to the recommendation in my special report (S/2013/197), 850 troops were repatriated in May following the conclusion of the local elections, while preparations are under way to transfer the level two hospital in Abidjan to the United Nations Multidimensional Integrated Stabilization Mission in Mali (MINUSMA). UNOCI refined plans for a further reduction of its military strength by 2015, while exploring with the Government, as recommended in my previous reports, the possibility of further reducing the protection arrangements that the mission provides to some members of the Government and key strategic installations.

62. UNOCI focused its efforts on the border area with Liberia, including the adoption of a more mobile posture with quick-reaction capability. It also took steps to increase cooperation with FRCI. A cooperative initiative between UNOCI and FRCI, signed on 30 May, is aimed at enhancing joint planning and activities; providing training in the areas of humanitarian, human rights and refugee law, child protection and sexual and gender-based violence; and exploring ways to provide further operational support, as appropriate. All support provided to FRCI will be in keeping with the United Nations human rights due diligence policy.

63. As indicated in my previous report, the Secretariat has begun to explore options for establishing a quick-reaction force within UNOCI to provide support, as needed, to UNMIL and to respond to other crises in the subregion, as required. Consideration is being given to the creation of a battalion battle group with the requisite functions, capabilities, equipment and resources to support potentially multiple deployments independently, and across a range of different operational theatres. This would be accomplished within the current authorized strength of UNOCI.

64. As mentioned in my previous report, I intend to deploy unarmed unmanned aerial systems to UNOCI, following an assessment of their deployment in the Democratic Republic of the Congo. Such a capability would enhance the mission's situational awareness and serve as a key technical enabler for UNOCI to provide the necessary surveillance in support of mission operations. This would be particularly important for monitoring and addressing cross-border security challenges, with particular attention to the cross-border movement of armed elements and weapons, protection of civilians and enhancement of the safety and security of mission personnel. The deployment will be done with full regard to the preceding experience in procuring and operating an unmanned aerial system in the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO).

65. The strength of the French forces stands at 450 troops and is focused on supporting the Government in security sector reform. By its resolution 2062 (2012), the Security Council decided to extend until 31 July 2013 its authorization to the French forces to provide support to UNOCI, within the limits of their deployment and their capabilities. This support to UNOCI continues to be necessary.

Police component

66. The strength of the police component as at 14 June was 1,498 personnel, comprising six formed police units with 998 personnel and 500 individual police officers, against an authorized ceiling of 1,555 personnel. Individual police officers are deployed across the country, while formed police units are deployed in Abidjan, Bouaké, Daloa, Guiglo and Yamoussoukro.

67. UNOCI continued to support the development of the national law enforcement agencies, inter alia, through joint patrolling and co-location at police stations across the country and the provision of assistance and advice regarding the collection of information on crimes, victims and suspects and the conduct of investigations in compliance with international standards. UNOCI also provided training programmes on topics such as human rights, public order, community policing, police ethics, maritime police, child protection and sexual and gender-based violence, close protection, road traffic policing, anti-racketeering, forensics, judiciary police, and information technology. Formed police units contributed to escorts of unarmed United Nations personnel and the protection of United Nations and governmental installations.

Civilian component

68. A comprehensive review of civilian staffing requirements is planned for 2013/14.

XIII. Benchmarks

69. Following the 2010 presidential elections and the ensuing crisis, the previous benchmarks for Côte d'Ivoire, which were based upon the Ouagadougou Political Agreement and its supplementary agreements, were either implemented or overtaken by events. Therefore, the Security Council, in its resolution 2062 (2012), requested that I undertake an assessment of the situation in Côte d'Ivoire and prepare benchmarks to measure and track progress towards the achievement of long-term stability in the country and to prepare for transition planning.

70. UNOCI consulted the Ivorian authorities, the country team and other key stakeholders in the development of the benchmarks, drawing upon objectives outlined in various national plans and strategies. The Government and UNOCI have proposed broad benchmarks and preliminary indicators in the areas of security and stability, political dialogue and reconciliation, and justice and human rights, all of which are prerequisites for the country's long-term stability. Such benchmarks and indicators would also help in measuring the progress of Côte d'Ivoire towards the restoration of sustainable peace, security, rule of law and stability, while serving as a reference that would allow UNOCI to continue its drawdown and prepare for an eventual transition. Benchmarks on humanitarian/socioeconomic development have not been included as the United Nations has taken into account the view of the Government that the economic growth rate of the country is sufficient to address crucial employment and economic development challenges while consolidating hard-won gains in the above-mentioned areas.

Security and stability

71. A more stable security environment would need to be sustained throughout the country, including in sensitive border areas, by increasingly accountable and responsive defence and security institutions which adhere to democratic order and respect for human rights and which are prepared to respond to threats and ensure the security and protection of civilians. In order to achieve this objective, security threats in Côte d'Ivoire would need to be reduced to a level that can be addressed by national institutions. This benchmark could be measured by a continued decrease in acts of armed violence, the strengthening of effective cooperation by the Government with neighbouring countries and regional partners and the enhanced ability of the Government to secure the border areas, in conformity with subregional policy and cooperation agreements with its neighbours. Furthermore, former combatants, registered in a transparent and security database, should be disarmed, demobilized and reintegrated, and weapons collected and stored, in accordance with relevant ECOWAS protocols.

72. Defence and security sector institutions would need to be effective, professional and sufficiently resilient to guarantee security and stability for the State and to protect civilians. In order to achieve this benchmark, civilian and parliamentary mechanisms for the oversight of defence and security institutions would need to function well, while national authorities would be required to effectively and impartially implement their roles and responsibilities. The operational capacity of the armed forces would need to be commensurate with security needs and able to address remaining security threats, while the national police and gendarmerie should be capable of exercising full responsibility for law enforcement and public security across the country. A national strategy to combat gender-based violence would need to be adopted and implemented in order to reduce and address human rights violations and sexual violence, including acts perpetrated by elements of the security and defence forces.

Political dialogue and reconciliation

73. A peaceful environment should be established through legitimate and effective governance and a competitive political system based on constructive and inclusive dialogue; this process would include peaceful elections and transitions of power in accordance with the Constitution, and addressing the root causes of the conflict in pursuance of peace consolidation and social cohesion. This objective could be achieved if political differences were resolved through inclusive dialogue, and fair, participatory and transparent elections were held in a peaceful environment. This would require political actors and institutions to exercise their respective roles in accordance with democratic and constitutional principles, with the National Assembly operating effectively and passing laws. Electoral reform, notably the reform of the Independent Electoral Commission and the list of voters, would need to be completed in a participatory manner prior to the next national elections.

74. National and community-based dialogue and reconciliation processes would continue to contribute to decreased conflict and tensions. Sources of conflict, such as land tenure disputes and intercommunity tensions, would need to be addressed in order to strengthen social cohesion. To this end, the Government would need to implement its decentralization policy, ensure a better distribution of economic growth, promote local development and expand basic social services to all people

across the country. Furthermore, the Government would need to implement a strategy to manage local conflicts over land in a manner that fosters national reconciliation and cohesion. Finally, meeting this benchmark could involve the implementation of the national strategy for durable solutions for internally displaced persons, returnees, former combatants and vulnerable persons.

Justice and human rights

75. National judicial institutions should provide effective, impartial and accessible justice and, together with specialized institutions, protect human rights. At the same time, judicial institutions would need to function in an effective, independent and impartial manner. This would require that justice institutions, including those of the military, be reinstated and have the resources to operate effectively, while the independence of judicial institutions and personnel be recognized and protected. Legal aid programmes would need to make judicial institutions increasingly accessible to people across the country. The penitentiary system would need to operate in accordance with international standards.

76. Institutions and mechanisms to protect human rights, such as the National Human Rights Commission, would need to operate in an effective, independent and impartial manner. The justice system would need to efficiently handle cases of human rights violations, including sexual and gender-based violence, while institutions for the regulation and protection of specific rights, such as freedom of speech, the press and communication, should be established and/or strengthened.

Way forward

77. The consolidation of the gains made and the achievement of long-term stability in Côte d'Ivoire will require simultaneous progress in all of the above-mentioned areas. Should the Security Council endorse these broad parameters, UNOCI and the country team would continue to work closely with the Government and key stakeholders in the further elaboration and implementation of the benchmarks, including detailed and practical indicators. I would include in future reports to the Council an evaluation of the progress achieved in these broad areas, while also using the benchmarks to guide the consolidation phase and UNOCI transition planning. I would, however, note that while the United Nations has a critical role to play and the continued support of partners will be essential, the achievement of these objectives rests first and foremost with the Ivorian authorities and people.

XIV. Financial aspects

78. My proposed budget for the maintenance of UNOCI for the period from 1 July 2013 to 30 June 2014 in the amount of $579.6 million has been submitted to the General Assembly for its consideration and approval. As at 10 June 2013, unpaid assessed contributions to the special account for UNOCI amounted to $43.6 million. The total outstanding assessed contributions for all peacekeeping operations as at that date amounted to $1,236.4 million. Reimbursement to contributing Governments for troop and formed police costs, and for contingent-owned equipment costs, has been made for the period up to April 2013 and March 2013, respectively, in accordance with the quarterly payment schedule.

XV. Observations

79. Côte d'Ivoire continues to make progress and there is optimism that the current path will lead the country to regain its place as an anchor of stability and prosperity in the subregion. I am encouraged by the improvements in the security situation and the steady economic growth. I commend President Ouattara's leadership and his significant efforts in advancing key reforms in these and other areas essential for lasting peace, stability and development in Côte d'Ivoire. The improved situation in the country provides the necessary conditions for the Government to consolidate the progress made so far and to address the root causes of tension and conflict.

80. The successful holding of the regional and municipal elections demonstrated the ability of the national authorities, including the security forces, to assume responsibility for organizing and safeguarding the voting process. Also, by exercising their right to vote in a peaceful manner, the people of Côte d'Ivoire demonstrated their commitment to a democratic process. I commend the people of Côte d'Ivoire and their leaders for this accomplishment.

81. A strong and healthy democracy needs a vibrant opposition. I therefore regret the decision of the former ruling party and other political opposition parties to boycott the recent elections. I encourage all sides to actively participate in the political life of Côte d'Ivoire in order to build a better and more stable future for all Ivorians.

82. I am concerned over the continued political fragmentation of the country and would reiterate the need for all Ivorians to resolve political differences peacefully. I therefore urge the Government and the former ruling party to resume discussions, while continuing dialogue with other parties, to pave the way for the political reconciliation that will be essential as we move towards a new electoral cycle in 2015. The next presidential elections will be a litmus test for the country. Stakeholders across the political spectrum need to lay the groundwork now, including the necessary electoral reforms, to ensure that the next elections will be fair, inclusive and transparent, with results accepted by all. I call upon the Government and all political stakeholders to move forward quickly on these issues. The continuing good offices role of my Special Representative in facilitating these critical processes, including dialogue and reconciliation, will remain important.

83. I am encouraged by the Government's commitment to address the complex issues of land tenure and identity, which are essential to lasting peace and stability. I would urge the relevant Ivorian institutions to resolve these long-standing sources of tension and conflict. This will require a consultative and inclusive approach, time and dedicated resources.

84. In the meantime, I welcome national and local efforts to promote conflict prevention and resolution, and to foster social cohesion at the local level through the Dialogue, Truth and Reconciliation Commission, without which Côte d'Ivoire's hard-won gains could erode. I encourage the Government to ensure that efforts to promote reconciliation and healing continue after the expiration of the mandate of the Commission, and to coordinate the various efforts that are under way. I also encourage the Government to take additional measures to ensure that the fruits of its economic growth benefit the entire country, particularly the less developed, more conflict-prone areas, including through employment generation and expansion of basic services.

85. Although the overall security situation has improved, the situation in the area along the border with Liberia remains fragile and poses a threat to both Côte d'Ivoire and Liberia, as well as the subregion. The continued sporadic occurrence of armed cross-border attacks, as well as reports indicating the planning, organization and financing of further attacks, are of serious concern. I commend the continued efforts by the Governments of Côte d'Ivoire and Liberia at all levels to further strengthen their cooperation and joint activities to better address security challenges along their common border, including through established coordination mechanisms. Beyond security, more needs to be done to improve conditions for those who live in border areas and to promote durable solutions for refugees and internally displaced populations to return to their places of origin. The United Nations will continue to support the national authorities in their efforts in this regard.

86. I remain concerned about the human rights situation, including the incidences of sexual violence and rape. I urge the Government to increase and expedite its efforts to combat impunity by ensuring that those responsible for serious violations of human rights and international humanitarian law are brought to justice, irrespective of their political affiliation, while respecting the rights of those in detention. Impartial justice is essential for reconciliation and to end decades of impunity for human rights violations. I urge partners to continue to support the Ivorian authorities in ensuring that justice is administered in an equitable manner, and that all alleged perpetrators identified in the report of the National Commission of Inquiry are held accountable. I also reiterate my call for urgent action to identify and hold responsible those involved in the killing of the seven peacekeepers in western Côte d'Ivoire in 2012, as well as the crimes committed against civilians in the Nahibly camp for internally displaced persons.

87. Security sector reform is essential to ensure lasting peace and security and protect the civilian population. It is first and foremost the responsibility of the Government to garner the necessary political will to move this critical process forward and to shift from the development of strategies and plans to concrete implementation and action. I would urge the relevant Ivorian institutions to move forward expeditiously in implementing the national security sector reform strategy, including by developing a transparent and sustainable vetting and recruitment mechanism for all security personnel.

88. The attention that President Ouattara and his Government have paid to finding lasting solutions for tens of thousands of former combatants is laudable and initial results are encouraging. Achieving the Government's ambitious goals of completing the programme by 2015 will require the sustained support of all partners, including UNOCI, in particular to find viable reintegration opportunities. This will require long-term commitment and funding, and I would urge the Government and bilateral partners to ensure the sustainability of this important initiative. I therefore strongly encourage the Government to produce a plan and budget for its programme, including a communications strategy. In addition, concrete measures will be needed to manage the expectations of former combatants and to mitigate the risks of interference in the process.

89. In spite of the remarkable progress that Côte d'Ivoire has achieved over the past two years, more needs to be done to ensure that the period of crises has been left behind, as reflected in the benchmarks presented in section XIII above which outlines the conditions for the country to achieve long-term stability. I encourage the

Government, with the support of UNOCI and other partners, to work towards the achievement of these ambitious objectives, which would also facilitate UNOCI transition planning. I call upon all partners of Côte d'Ivoire to remain actively engaged so as to consolidate gains and pave the way for sustainable recovery. We should not spare any effort to strengthen the still fragile progress and bring Côte d'Ivoire back to its place as a beacon of stability in West Africa.

90. The presence of UNOCI in Côte d'Ivoire remains essential, particularly with respect to its core priorities. I therefore recommend that the Security Council extend the mandate of UNOCI, as established in resolution 2062 (2012), at an overall authorized strength of 10,392 personnel, comprising 8,645 troops and staff officers, 192 military observers and 1,555 police, including 1,000 formed police unit personnel and 555 individual police officers, for a period of one year until 31 July 2014. I also reiterate my recommendation that UNOCI continue to reduce progressively its military strength by two battalions by mid-2015, based on the progress made towards achieving long-term stability in the country.

91. I would like to express my appreciation to Bert Koenders, who served as my Special Representative for Côte d'Ivoire during an important period, for his leadership, and to welcome my new Special Representative, Aichatou Mindaoudou Souleymane. I would also like to thank all UNOCI military, police and civilian personnel, as well as the United Nations country team, for their commitment and dedication to furthering peace and stability in Côte d'Ivoire. My appreciation also goes to the countries contributing troops and police to UNOCI, to donor countries, and to the regional and multilateral organizations and non-governmental organizations that have continued to provide invaluable support to Côte d'Ivoire.

Annex

United Nations Operation in Côte d'Ivoire: military and police strength as at 14 June 2013

	Military component				*Police component*	
Country	*Military observers*	*Staff officers*	*Troops*	*Total*	*Formed police units*	*Police*
Argentina	–	–	–	–	–	2
Bangladesh	13	9	2 161	2 183	359	–
Benin	8	8	420	436	–	56
Bolivia (Plurinational State of)	3	–	–	3	–	–
Brazil	4	3	–	7	–	–
Burkina Faso	–	–	–	–	–	23
Burundi	–	–	–	–	–	34
Cameroon	–	–	–	–	–	23
Canada	–	–	–	–	–	5
Central African Republic	–	–	–	–	–	8
Chad	4	1	–	5	–	20
China	4	–	–	4	–	
Djibouti	–	–	–	–	–	29
Democratic Republic of the Congo	–	–	–	–	–	14
Ecuador	2	–	–	2	–	–
Egypt	–	1	174	175	–	15
El Salvador	3	–	–	3	–	–
Ethiopia	2	–	–	2	–	–
France	–	6	–	6	–	14
Gambia	3	–	–	3	–	–
Ghana	7	7	500	514	–	7
Guinea	2	–	–	2	–	10
India	8	–	–	8	–	–
Ireland	2	–	–	2	–	–
Jordan	7	12	1 060	1 079	490	20
Madagascar	–	–	–	–	–	40
Malawi	3	3	28	34	–	–
Morocco	–	3	724	727	–	–
Namibia	1	–	–	1	–	–
Nepal	2	1	–	3	–	–

	Military component				*Police component*	
Country	*Military observers*	*Staff officers*	*Troops*	*Total*	*Formed police units*	*Police*
Niger	5	5	931	941	–	60
Nigeria	4	–	63	67	–	4
Pakistan	11	13	1 376	1 400	149	–
Paraguay	7	2	–	9	–	–
Peru	3	–	–	3	–	–
Philippines	3	3	–	6	–	–
Poland	2	–	–	2	–	–
Republic of Korea	2	–	–	2	–	–
Republic of Moldova	4	–	–	4	–	–
Romania	6	–	–	6	–	–
Russian Federation	9	–	–	9	–	–
Rwanda	–	–	–	–	–	16
Senegal	12	7	488	507	–	23
Serbia	3	–	–	3	–	–
Togo	7	6	517	530	–	18
Tunisia	7	3	–	10	–	20
Turkey	–	–	–	–	–	12
Uganda	5	2	–	7	–	–
Ukraine	–	–	–	–	–	8
United Republic of Tanzania	2	2	–	4	–	–
Uruguay	2	–	–	2	–	4
Yemen	9	–	–	9	–	15
Zambia	2	–	–	2	–	–
Zimbabwe	3	–	–	3	–	–
Total	**186**	**97**	**8 442**	**8 725**	**998**	**500**

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